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ABSTRACT

The present and future status of the related services component of Public Law 94-142, the Education for All Handicapped Children Act of 1975, was studied. The purposes of this study were to determine whether or not: state educational agencies had provided or planned to provide written guidelines regarding specific related services; selected issues concerning the delivery of related services were presently considered to exist and/or were projected to exist in 1995; and there was a difference between the services presently permitted in each state and those services projected to be allowable in 1995. Information was obtained from: (1) an earlier study conducted by L. D. Romereim for the Sioux Falls School District (South Dakota); (2) a review of related literature, including legislation and litigation; and (3) a survey of state directors of special education concerning selected current and projected related services issues. Thirty-seven (73%) of 51 state directors of special education responded to a mailed questionnaire that was developed for the study. Less than half of the respondents indicated that their state had developed related services guidelines and few states were developing any related services guidelines. Litigation was not a major concern. Funding was the primary present and future concern of all respondents. Respondents did not agree on which services should be considered related services. The findings emphasize the need for further study of the issues connected with related services for special education students. Four tables and a matrix present the survey data. (SLD)

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FEDERALLY MANDATED SPECIAL EDUCATION RELATED SERVICES: PRESENT AND PROJECTED TRENDS

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Introduction

On November 29, 1975, Public Law 94-142, the Education for All Handicapped Children Act of 1975, was signed into law (Thomas, 1985). Educators rapidly realized the magnitude and complexity of the law, commonly referred to as P.L. 94-142. It soon became evident that one briefly mentioned component, related services, would entail major changes before individual states could bring their special education programs into compliance with federal mandates.

Few federal directives concerning related services are found in the federal rules and regulations (Yanok, 1986). The Federal Register (August 23, 1977) provided the following: "Related services means transportation and such developmental, corrective, and other supportive services as are required to assist a handicapped child to benefit from the special education...(p. 42479)."

Although the federal rules and regulations lack clarity on several key issues, two determining requirements were provided. A child must first be eligible for placement in some form of special education program and the related service must be one which helps a child benefit from the individualized education plan (IEP) (Turnbull, 1986). Related services are "corrective measures for a deficit related to the handicapping condition that is causing a hindrance in the learning process" (Teague, August, 1980).

McDonnell and McLaughlin (1982) found that while the first requirement posed few difficulties, the second one raised a myriad of questions. Public Law 94-142 emphasizes the process rather than the substance of handicapped

education. At the time the law was enacted, research lacked consensus concerning effective means and methods for educating children with special needs (McDonnell & McLaughlin, 1982).

The definition of related services was designed to be open ended. However, in a Rand Corporation study, Thomas and Reese (1982) found that a majority of states reported difficulties when trying to define the scope of related services. "Defining related services is critical because once a service is placed under the related services rubric the state educational agency (SEA) becomes responsible for it" (p. 16). In the absence of clear definitions, states have relied upon due process procedures and the rulings of court cases to help them clarify problems in the area of related services. It was also found that reliance upon consumer demand to force the provision of services may delay the implementation of comprehensive, effective programs.

In the Thomas and Reese (1982) study, the respondents cited a number of other obstacles faced when attempting to implement related services programs. The two primary issues of concern involved a lack of resources: inadequate funding and an insufficient number of qualified personnel needed to provide the services. A lack of communication and coordination among agencies was considered a concern as it led to either a withdrawal of services or a needless duplication of services. Interagency agreements were not

always as beneficial as intended. States were also uncertain regarding future federal legislative attempts which might deregulate the mandated related services.

Statement of the Problem

The purpose of the study was to review the present and future status of the related services component of P.L. 94-142, The Education for All Handicapped Children Act of 1975. The nationwide study had three purposes: 1). to determine if state educational agencies (SEA) had provided or planned to provide written guidelines regarding specific related services, 2). to determine if selected issues regarding the delivery of related services were presently considered to exist and/or were projected to exist in 1995, and 3). to determine if there was a difference between the related services presently allowable in each state and those services projected to be allowable in 1995.

Need For The Study

There were several reasons why the study was conducted. At the present time, the lack of clarity surrounding the scope of related services has caused considerable difficulty in the implementation of comprehensive, effective programs. Without guideline clarification, educators have been

uncertain as to the appropriateness of a specific related service. Research conducted in the early 1980s also indicated that specific concerns existed in the delivery of related services. The concerns included a lack of adequate resources: inadequate state and federal funding and an insufficient number of qualified personnel. An exploratory nationwide study concerning the present status and future projections of state leaders in special education may aid administrators in the development of strategies to circumvent potential problems in the future delivery of related services.

Methods and Procedures

The information for the study was obtained from three major sources. These sources were 1). information gathered from an earlier study the writer conducted for the Sioux Falls School District, Sioux Falls, South Dakota, 2). a selected review of related literature including legislation and litigation, and 3). a survey of the state directors of special education concerning selected current and projected related services issues.

Instrumentation

Following a selected review of related literature, legislation, and litigation, a questionnaire was developed.

The first section of the questionnaire contained questions regarding related services guidelines. The second section requested the respondents to review a list of seven issues gleaned from research conducted in the early 1980's, considered to be issues of concern regarding the delivery of related services. In the third section of the questionnaire, the respondents were presented with a list of related services obtained from the Sioux Falls study.

Data Collection

The questionnaires were mailed to fifty-one state directors of special education. Data collection occurred between January 7, 1987, and March 18, 1987. Thirty-seven, or 73 percent, of the total population surveyed returned useable questionnaires.

Data Analysis

Due to the nominal or ordinal nature of the data obtained from sections two and three of the questionnaire, two nonparametric tests were chosen to determine if statistically significant changes had occurred between present and future responses. The two nonparametric tests chosen were the McNemar Test and the Wilcoxon's Matched Pairs Signed-Ranks Test. The McNemar Test was used with dependent matched samples to determine if statistically significant changes had occurred between present and future

responses for sections two and three on the questionnaire. The Wilcoxon's Matched Pairs Signed-Ranks Test was utilized to test the ranked data in section two of the questionnaire for significance. The items ranked in section two were also reported as weighted values.

Findings

The discussion of the study's findings have been divided into three major sections. In the first section, the related services guidelines developed by states have been tabulated and summarized. Responses concerning present and future related services issues were presented in the second section. The allowable related services, both present and future, were identified in the third section.

Related Services Guidelines

Respondents were requested to list related services guidelines currently available in their state. They were also asked to specify which guidelines were currently in the process of development or revision. A final question regarding guidelines requested the respondents to indicate which, if any, related services were anticipated to be developed or revised by the end of 1987.

Matrix 1 depicts the specific related services guidelines developed by the 37 states completing the

MATRIX 1

RELATED SERVICES GUIDELINES REPORTED BY STATES

	AK	AZ	AR	CA	CO	CT	DE	DC	FL	GA	IL	IN	IA	KY	LA	MD	MI	MN	MO
AUDIOLOGICAL	X																	+	
INTERPRETOR	X																		
MEDICAL SERVICES (EVALUATION)								X											
MOBILITY	X																		
OCCUPATIONAL THERAPY	X				*	X		X				X	*	X	X*	X		*	
ORTHOPEDICALLY HANDICAPPED																			
PHYSICAL THERAPY	X				*	X		X				X	*	X	X*	X		+	
PSYCHOLOGICAL	X							X*											
PSYCHOMETRY	X																		
SCHOOL HEALTH						X													
SHARED FISCAL RESPONSIBILITY																			
SOCIAL WORK						X		X*					X						
SPECIALIZED PHYSICAL CARE																			
SPEECH/LANGUAGE THERAPY	X					*		X		X			X	*	X				X
STUDENT COUNSELING								X											
TRANSPORTATION								X				X							

N=37

X = Currently Available
* = Presently Being Developed/Revised
+ = Projected Development/Revision

MATRIX 1 (CONTINUED)

RELATED SERVICES GUIDELINES REPORTED BY STATES

	MT	NB	NJ	NM	NY	NC	ND	OH	OK	RI	SC	SD	TX	UT	VT	VA	WV	WY
AUDIOLOGICAL							X											
INTERPRETOR																		
MEDICAL SERVICES (EVALUATION)																		
MOBILITY																		
OCCUPATIONAL THERAPY	*	*			X		X					X*				X		
ORTHOPEDICALLY HANDICAPPED											*							
PHYSICAL THERAPY	*	*			X		X					X*				X		
PSYCHOLOGICAL							X											
PSYCHOMETRY																		
SCHOOL HEALTH																		
SHARED FISCAL RESPONSIBILITY										+								
SOCIAL WORK							X											
SPECIALIZED PHYSICAL CARE																*		
SPEECH/LANGUAGE THERAPY		+	X		X						X	X		X		X		
STUDENT COUNSELING																		
TRANSPORTATION																		

N=37

X = Currently Available
* = Presently Being Developed/Revised
+ = Projected Development/Revision

questionnaire. Only 17, or 46.0 percent, of the states currently have developed at least one related services guideline. Twelve states, or 32.0 percent, indicated that they were currently developing or revising at least one related services guideline. Three states, or 8.0 percent, stated that their state planned to develop or revise additional guidelines by the end of 1987.

The state directors of special education reported that guidelines were presently avilable for 13 different related services for a total of 51 guidelines. Speech/language therapy had 12, the highest number of guidelines currently developed by state offices of special education. Occupational and physical therapy each had 11 guidelines. The remaining related services had four or less guidelines developed. There were a total of 19 guidelines currently being developed or revised. Three states anticipated future development or revision of four related services guidelines.

Present and Projected Related Services Issues

In the second section of the questionnaire, respondents were provided the following list of seven related services issues of concern reported by Thomas and Reese (1982):

1. Adequate funding.
2. Availability of qualified personnel.
3. Need for improved coordination/communication among agencies.

4. Need to tighten eligibility criteria to reduce the number of students qualifying for related services.
5. Need to develop interagency agreements for provision of related services.
6. Need to develop cost sharing agreements with other agencies providing related services.
7. Litigation is determining appropriate related services.

Respondents were asked if the issues were presently of concern in their state. They were also requested to indicate which issues they projected to be of concern by 1995. In Table 1 matched samples were used to compare the present and future related services as projected by the respondents.

Adequate funding, an issue of present concern, received the highest number of responses, 32 of a possible 34, or 94 percent. The litigation issue received the lowest number of responses, 14, or 41 percent.

Adequate funding also received the highest number of responses when the state directors of special education were asked to provide predictions for 1995. The issue concerning a need to tighten eligibility criteria had the lowest number of responses, 12, or 32 percent.

When comparing the present and future, adequate funding and litigation both received the same number of responses. All of the remaining issues showed a decrease in responses from the present to the projected future. Applications of

TABLE 1

RELATED SERVICES ISSUES: PRESENT AND FUTURE

	PRESENT		FUTURE	
	No. of States	Percent of States	No. of States	Percent of States
Adequate funding	32	94.0	32	94.0
Availability of qualified personnel	31	91.0	28	82.0
Need for improved coordination/communication among agencies	28	82.0	23	68.0
Need to tighten eligibility criteria to reduce the number of students qualifying for related services	17	50.0	12	32.0
Need to develop interagency agreements for provision of related services	25	74.0	18	53.0
Need to develop cost sharing agreements with other agencies providing related services	26	77.0	21	62.0
Litigation is determining appropriate related services	14	41.0	14	41.0

the McNemar Test did not find any of the differences to be statistically significant.

From the data, scores or values from 31 matched-pair samples were tabulated and expressed as percentages. The Wilcoxon's Matched-Pairs Signed-Ranks Test was used to determine if the difference between present and future responses was statistically significant at .05 significance level. The only issue found to have a statistically significant difference was that of adequate funding. While the other issues showed changes between present and future responses, the differences were not considered to be statistically significant.

The findings regarding the related services issues were expressed in weighted values and presented in Table 2. The following rankings were determined: issues ranked most important (1) were assigned a value of three points, the responses ranked as second (2) were assigned a value of two points, and the responses ranked as third (3) were assigned a value of one point. The issue receiving the highest weighted value was determined to be the foremost issue of concern and the issue receiving the lowest weighted value was considered to be of least concern.

As illustrated in Table 2, adequate funding was considered to be the most important issue of concern, both in the present and future. The present issue considered to be of least importance concerned litigation. By 1995,

TABLE 2

PRESENT AND FUTURE RELATED SERVICES ISSUES

ACCORDING TO WEIGHTED VALUES

PRESENT (1987)		FUTURE (1995)	
Weighted Value	Issue	Weighted Value	Issue
64	Adequate funding	79	Adequate funding
45	Availability of qualified personnel	46	Availability of qualified personnel
23	Need for improved coordination/ communication among agencies	17	Need for improved coordination/ communication among agencies
22	Need to develop cost sharing agreements with other agencies providing related services	17	Need to develop cost sharing agreements with other agencies providing related services
14	Need to tighten eligibility criteria to reduce the number of students qualifying for related services	11	Need to develop interagency agreements for provision of related services
8	Need to develop interagency agreements for provision of related services	9	Litigation is determining appropriate related services
5	Litigation is determining appropriate related services	6	Need to tighten eligibility criteria to reduce the number of students qualifying for related services

however, respondents anticipated that eligibility criteria concerns would be the least important related services issue.

Eight states provided the writer with issues anticipated to be of concern by 1995. Although the issues varied, three of the states projected that by 1995 there would be an increased need to provide comprehensive services to students from birth through age 21. The remaining issues were each cited once: shortage of qualified personnel, certification of personnel, residential placements, declining enrollment, and services to ventilator dependent and head trauma students.

Present and Projected Scope of Related Services

The state directors of special education were presented with a list of related services obtained from the Sioux Falls study. They were requested to indicate if an item would be considered to be an allowable related service in their state. The respondents were also directed to indicate the items they anticipated would be considered an allowable related service in 1995. If a specific service was not considered to be a related service but was an allowable service (e.g. a direct or instructional service), the respondents could designate accordingly.

The findings were expressed in both numbers and percentages. Table 3 presents the findings regarding the

TABLE 3

PRESENT SCOPE OF RELATED SERVICES

	RELATED SERVICES		OTHER SERVICES		TOTAL	
	# States	Percent	# States	Percent	# States	Percent
Art Therapy	15	48.0	12	39.0	27	87.0
Audiological Services*	27	87.0	4	13.0	31	100.0
Dance/Movement Therapy	13	42.0	13	42.0	26	84.0
Early Identification*	19	61.0	11	35.0	30	97.0
Extended School Year	11	35.0	16	52.0	27	87.0
Hydrotherapy	15	48.0	7	23.0	22	71.0
Interpreter	27	87.0	4	13.0	31	100.0
Medical Services (Evaluation)*	25	81.0	6	19.0	31	100.0
Mobility Training	24	77.0	7	23.0	31	100.0
Music Therapy	16	52.0	10	32.0	26	84.0
Nutrition Therapy/Counseling	14	45.0	9	29.0	23	74.0
Occupational Therapy*	30	97.0	1	3.0	31	100.0
Parent Counseling/Training*	26	84.0	5	16.0	31	100.0
Physical Therapy*	30	97.0	1	3.0	31	100.0
Play Therapy	15	48.0	13	42.0	26	84.0
Psychiatric Services	16	52.0	7	23.0	23	74.0
Psychological Services*	31	100.0	0	0.0	31	100.0
Readers	22	71.0	6	19.0	28	90.0
Recreational Therapy*	19	61.0	10	32.0	29	94.0
School Health Services*	24	77.0	5	16.0	29	94.0
Social Work Services*	30	97.0	1	3.0	31	100.0
Speech/Language Therapy*	27	87.0	4	13.0	31	100.0
Student Counseling*	26	84.0	4	13.0	30	97.0
Transportation*	29	94.0	1	3.0	30	97.0
Typists	17	55.0	10	32.0	27	87.0
Vision Therapy/Training	17	55.0	8	26.0	25	81.0
Will Allow Any Recommended	14	45.0	2	6.0	16	52.0

TOTAL N = 31

*Specified in federal rules and regulations

present scope of allowable related services. The only service considered to be a related service by all of the respondents was psychological services. Ninety-seven percent of the respondents indicated that occupational therapy, physical therapy, and social work services were allowable related services.

When related services and other services were combined, it was discovered that the following were allowed by all of the respondents: audiological services, interpreter services, medical services (evaluation only), mobility training, occupational therapy, parent counseling, physical therapy, psychological services, social work services, and speech/language therapy. Five related services specified in the federal rules and regulations were found to have less than a 100 percent response rate: early identification, recreational therapy, school health services, student counseling, and transportation.

Sixteen, or 52.0 percent, of the respondents reported that their state would allow any recommended service. However, eight states added qualifiers to their response, generally indicating that the service must be specified on an IEP.

Table 4 includes the findings regarding the anticipated allowable related services by 1995. The McNemar test was used to analyze differences between the present and future

TABLE 4

FUTURE SCOPE OF RELATED SERVICES

	RELATED SERVICES		OTHER SERVICES		TOTAL	
	# States	Percent	# States	Percent	# States	Percent
Art Therapy	15	48.0	11	35.0	26	84.0
Audiological Services*	28	90.0	2	6.0	30	97.0
Dance/Movement Therapy	13	42.0	12	39.0	25	81.0
Early Identification*	21	68.0	9	29.0	30	97.0
Extended School Year	12	39.0	16	52.0	28	90.0
Hydrotherapy	18	58.0	5	16.0	23	74.0
Interpreter	28	90.0	3	10.0	31	100.0
Medical Services (Evaluation)*	25	81.0	6	19.0	31	100.0
Mobility Training	24	77.0	7	23.0	31	100.0
Music Therapy	19	61.0	8	26.0	25	81.0
Nutrition Therapy/Counseling	15	48.0	8	26.0	23	74.0
Occupational Therapy*	30	97.0	1	3.0	31	100.0
Parent Counseling/Training*	26	84.0	3	10.0	29	94.0
Physical Therapy*	30	97.0	1	3.0	31	100.0
Play Therapy	14	45.0	11	35.0	25	81.0
Psychiatric Services	18	58.0	5	16.0	23	74.0
Psychological Services*	30	97.0	1	3.0	31	100.0
Readers	24	77.0	5	16.0	27	87.0
Recreational Therapy*	21	68.0	8	26.0	29	94.0
School Health Services*	24	77.0	5	16.0	29	94.0
Social Work Services*	29	94.0	2	6.0	31	100.0
Speech/Language Therapy*	27	87.0	3	10.0	30	97.0
Student Counseling*	26	84.0	4	13.0	30	97.0
Transportation*	29	84.0	1	3.0	30	97.0
Typists	19	61.0	7	23.0	26	84.0
Vision Therapy/Training	13	42.0	4	13.0	17	55.0
Will Allow Any Recommended Service	14	45.0	4	13.0	18	58.0

TOTAL N = 31

*Specified in federal rules and regulations.

findings. The differences were not found to be statistically significant.

None of the services were projected to be allowable related services by all of the respondents. However, seven services received a response rate of 100 percent when the related and other services were combined: interpreter services, medical services (evaluation only), mobility training, occupational therapy, physical therapy, psychological services, and school health services. Vision therapy received the fewest responses, 17, or 55.0 percent. Eighteen, or 58.0 percent, would allow any recommended service.

Major Conclusions

The following conclusions were formulated based upon the major findings of the study:

1. Less than half of the respondents indicated that their state had developed one or more related services guidelines. Few states were in the process of guideline development or revision. This may indicate that the development of guidelines to determine related services eligibility is not a national priority.
2. The majority of respondents ranked adequate funding as their state's foremost issue of concern.

3. According to the respondents, litigation is no longer an issue of present concern.
4. When future issues of concern were considered, eligibility criteria had the lowest number of responses. This finding may correlate with the relatively low number of related services guidelines.
5. There did not appear to be agreement regarding which services were designated as related services. Total consensus did not exist for all of the related services mandated by the federal rules and regulations. This discrepancy may be partially due to semantics. Terms such as direct or instructional services were sometimes written by respondents on the questionnaire next to individual items.
6. The one statistically significant change between present and future responses concerned the issue of adequate funding. This appeared to indicate that the respondents did not foresee significant future changes regarding either the related services issues of concern or the scope of allowable related services.

Recommendations

A paucity of related literature and research exists concerning the related services component of P.L. 94-142.. The writer recommends further research to expand and clarify

the current knowledge regarding related services for special education students. In an effort to assist administrators in both LEAs and SEAs, the following are recommended:

1. State offices of special education should be surveyed in 1990 to update the study. This would correspond to the need to have adequate related services available for the implementation of Public Law 99-457, The Education of the Handicapped Amendments of 1986. The law, which goes into effect during the 1990-1991 school year, increases programs and services for preschool handicapped children.
2. Related literature indicated a possible trend toward cost sharing agreements, yet few details are readily available concerning effectiveness for actual use. Research conducted in this area would aid educators in determining the feasibility for practical usage of cost sharing agreements.
3. A lack of qualified personnel in related services areas was reported by a majority of respondents. Research is needed to determine the effectiveness of the related services personnel training programs established by the federal government through special education legislation.

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